

## Section 2 - Planning Process

### Requirements:

§201.6 (c) (1) - The plan shall include documentation of the planning process used to develop the plan, including how it was prepared, who was involved in the process for each jurisdiction, and how the public was involved.

§201.6 (b) (2) - An opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other private and non-profit interests to be involved in the planning process.

§201.6 (b) (1) - An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval.

§201.6 (b) (3) - Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.

§201.6 (c) (4) (iii) - Discussion on how the community will continue public participation in the plan maintenance process.

§201.6 (c) (4)(i) - A section describing the method and schedule of monitoring, evaluating, and updating the mitigation plan within a five-year cycle.

The Franklin County LMS is a local community plan, which was developed by the LMS Committee/Workgroup in 2005 and 2010 to be in compliance with the DMA 2000 requirements, and currently in 2015 for the 5-year required update.

The Franklin County Emergency Management Department initiated the LMS planning process by hiring consultants to author the updated LMS plan. Facilitated by the consultant, the EM Department and the Committee/Workgroup worked together to engage local agencies and community members in the planning process.

The Franklin County LMS Committee/Workgroup consists of local government agencies, business interests, community organizations, regional agencies, institutions, and the general public. Franklin County (unincorporated), the City of Apalachicola, and the City of Carrabelle are continuing jurisdictions. There have been no new jurisdictions added since the last Local Mitigation Strategy plan. This section describes the organizational structure used to complete the public planning process.

The Franklin County LMS Committee/Workgroup **encourages participation** by all interested local

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and neighboring jurisdictions, agencies, organizations, and individuals. Broad community representation is promoted in the Committee and at public meetings to provide ample opportunity for public commentary and consideration of the local mitigation strategy. *Franklin County is very fortunate to have an active LMS Committee/Workgroup with over 100 members (including the general public).*

The organization is intended to represent a partnership between the public and private sector of the community, working together to create a disaster resistant community. The proposed mitigation projects developed by the Committee and listed in this plan, when implemented, are intended to make the entire community a safer from the impacts of future disasters, for the benefit of every individual, neighborhood, business, and institution.

*The Franklin County Emergency Management (EM) Department is the lead agency in scheduling and conducting the efforts of the Local Mitigation Strategy Committee/Workgroup and is primarily responsible for updating the LMS plan.*

The LMS Committee/Workgroup is responsible for:

- ✓ Official decisions regarding the planning process;
- ✓ Determining the priority and approving the proposed mitigation project for each jurisdiction;
- ✓ Deleting projects that are no longer applicable for implementation; and
- ✓ Coordinating the technical analysis and planning activities.

These activities include conducting the hazard identification and vulnerability assessment processes, as well as receiving and coordinating the mitigation projects for incorporation into this plan.

Members of many organizations were invited via e-mail correspondence to discuss the importance of participation on the Franklin County LMS Committee/Workgroup. Each jurisdiction was represented in the LMS Committee (see Table 2.1). In addition, the Franklin County LMS Committee/Workgroup benefited from the assistance and support of its many members.

Participation in the Committee is not limited in any manner, and all members of the community, whether representing the public or private sector, are welcome to participate.

[The general public and neighboring communities are encouraged to become involved with the Franklin County Local Mitigation Strategy](#) to gauge the plan effectiveness and help identify local hazards to be placed on the county project list. As noted, Franklin County is very successful in participation and support from the general public. Interested parties, including local/adjacent government representatives and the local businesses and citizens, are solicited via public meeting advertisements in the county local newspaper, The Times Apalachicola and Carrabelle (online and in print).

There were several opportunities to include the public citizens in the LMS planning:

- ✓ The upcoming and future LMS Meeting Notice's will be on the EM Facebook page:
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<https://www.facebook.com/pages/Franklin-County-Florida-Emergency-Management/480669948615497>

- ✓ Franklin County website (upcoming meetings):

<http://www.franklinemergencymanagement.com/>

- ✓ All LMS Meeting Notices were advertised in the newspaper:

The Times Apalachicola and Carrabelle (and will continue for the future meetings).

- ✓ LMS Meeting Notices were announced at the County Commissioner's meetings.

- ✓ A copy of the LMS plan is advertised and available at the Emergency Management office.

### **Public Involvement in the Drafting Stage of the LMS**

*A copy of the 2015 LMS plan will be available at the Franklin County Emergency Management Department to give the public an opportunity to review the document "prior to the final plan approval".*

#### **LMS Committee/Workgroup Members**


Franklin County has an extensive group of over 100 Committee/Workgroup Members that participate and provide support and assistance in the LMS meetings. Representation on membership includes:

- local government;
- state government;
- community businesses from each jurisdiction;
- neighboring communities; and
- county citizens.

The comprehensive current membership list is located in Appendix II. Table 2.1, will feature some of the LMS Committee/Workgroup membership.

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**Table 2.1- LMS Participating Organizations by Jurisdiction**

	
<p><b>LMS Committee/Workgroup Members</b> <i>(partial list, see Appendix II)</i></p>	
Franklin County Sheriff's Office Sheriff	Sheriff
Franklin County Emergency Management Department	Director and Coordinators
Franklin County Board of County Commissioners	Commissioners
Franklin County Planning & Building Department	Director
Franklin County Solid Waste	Director
Franklin County School Board	Superintendent of Schools
Franklin County Property Appraiser's Office	Property Appraiser
Franklin County Parks & Recreation	Director
Franklin County Road Department	Director
Franklin County Administration	Director of Administrative Services
City of Apalachicola	Mayor
City of Apalachicola Police	Chief
City of Carrabelle	City Administrator
SHIP Program	Coordinator
Florida Department of Transportation	District Roadway Engineer
Apalachicola Regional Planning Council	Director
Florida Forest Service	Senior Forest Ranger
Northwest Florida Water Management District	Representative
Weems Memorial Hospital	CEO
Liberty County Emergency Management	Director
The Times Apalachicola and Carrabelle	Reporter
Local Businesses	Representative
Franklin County Citizens	Representative

Faith Based Organizations	Representative
The Management Experts	Owner and Emergency Management Planner

## Summary of the Planning Process

### *(A) LMS Committee/Workgroup Meetings*

Local Mitigation Strategy Meetings were held at the Franklin County Emergency Operations Center, 28 Airport Road, Apalachicola, FL 32320. Meetings occurred in 2010; 2011; 2012; 2013; and 2014.

*See Appendix I for the meeting notices or advertisements, agendas, attendee sign-in sheets and meeting minutes.*

The procedure or direction used by the Franklin County LMS Committee/Workgroup is based on the following important concepts:

- A comprehensive planning group representing all jurisdictions within Franklin County that establishes specific goals and objectives to address the community's vulnerabilities to the hazards that affect the community.
- It utilizes an analysis of the identified hazards, the risk evaluation and vulnerability assessment.
- Mitigation projects by the specific jurisdiction or organization with the authority and responsibility for the project implementation.

The planning process begins with the development of the Committee/Workgroup as an organization and obtaining participation from the local government jurisdictions and key organizations and institutions. The planning work conducted to develop this document relies heavily on the expertise of the participating agencies and organizations, rather than on detailed scientific or engineering studies. The Committee/Workgroup relies on the best judgment of the participating individuals, because of their role in the community, can achieve a level of detail in the analysis that is more than adequate for purposes of local mitigation planning.

Analyzing the need for the community and then evaluating proposed mitigation projects to avoid or minimize vulnerability of the community to future disasters is important, and an area that will be reviewed and addressed on an annual basis. The goals and objectives set by the Committee are intended to help focus the effort of the participants by directing attention to certain types of neighborhoods, or by emphasizing implementation of selected types of proposed mitigation projects.

### *(B) Hazard Identification and Risk Estimation*

The Committee/Workgroup analyzes the natural hazards that threaten all or portions of the community. Where possible, specific geographic areas subject to the impacts of the identified hazards are delineated. Data is analyzed on previous occurrences for the natural hazards. In

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addition, the Committee uses general information to estimate the relative risk of the various hazards as an additional method to focus their analysis and planning efforts. They compare the likelihood or probability that a hazard will impact an area, as well as the consequences of that impact to public health and safety, property, the economy, and the environment. This comparison of the consequences of an event with its probability of occurrence is a measure of the risk posed by that hazard to the community.

Depending on the participating jurisdiction, a variety of information is obtained regarding hazard identification and risk estimation. The planners representing the jurisdiction attempt to incorporate consideration of hazard specific maps, including flood plain delineation maps, whenever applicable, and GIS-based analyses of hazard areas and the locations of critical facilities, infrastructure components and other properties located within the defined hazard areas.

Estimating the relative risk of different hazards is followed by the assessment of the vulnerabilities in the likely areas of impact to the types of physical or operational agents potentially resulting from a hazard event.

### *(C) Vulnerability Assessment*

There are two procedures available to the Committee to assess the communities' vulnerabilities to future disasters.

- The first method is an examination of the vulnerabilities of the important facilities, systems and neighborhoods to the impacts of future disasters. For the participating jurisdictions and organizations, the individuals most familiar with the facility, system or neighborhood will provide a guided, objective assessment process established by Committee, and a complete the analysis and examination details.

The process ranks both the hazards to which the facility, system or neighborhood is most vulnerable, as well as the consequences to the community should it be disrupted or damaged by a disaster. This process typically results in identification of specific vulnerabilities that can be addressed by specific mitigation projects that can be proposed and incorporated into this plan.

The LMS Committee will review past occurrences and decide on the need for specific mitigation projects based on the type or location of damage they caused. Analysis on these experiences can result in the formulation of specific mitigation projects for incorporation into the plan.

- The second method for assessment of community vulnerabilities involves comparison of the existing policy, program and regulatory framework promulgated by local jurisdictions to control growth, development and facility operations in a manner that minimizes vulnerability to future disasters.

The Committee/Workgroup members can assess the individual jurisdictions' existing codes, plans, and programs to compare their provisions and requirements against the hazards posing the greatest risk to that community. If indicated, the participating

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jurisdiction can then propose development of additional codes, plans or policies as mitigation projects for incorporation into the Franklin County LMS for future implementation when it is appropriate to do so.

The Committee/Workgroup consulted, reviewed and analyzed the following documents:

- ✓ Franklin County Emergency Management Plan
- ✓ Franklin County Comprehensive Plan
- ✓ Franklin County Code of Ordinances
- ✓ City of Apalachicola Comprehensive Plan
- ✓ City of Carrabelle Code of Ordinances
- ✓ Enhanced State Hazard Mitigation Plan

#### *(D) Hazard Mitigation Projects*

Developing hazard mitigation projects or initiatives enables the Committee/Workgroup participants to prioritize the most significant vulnerabilities, and define specific hazard mitigation projects to eliminate or minimize those vulnerabilities.

Once the highest priorities are defined, the Committee/Workgroup members can identify specific mitigation projects for the plan that would eliminate or minimize those vulnerabilities. This procedure involves describing the project, relating it to one of the goals and objectives established by the Committee, and justifying its implementation on the basis of its economic benefits and/or protection of public health and safety, as well as valuable or irreplaceable resources.

The proposed mitigation projects are “prioritized” for implementation in a consistent manner by each participating organization using a set of nine objective criteria.

- 1) Support Public Health and Safety
- 2) Protect Lives
- 3) Protect Property
- 4) Reduce Future Damage
- 5) Protect Natural Resources and Environmental Quality
- 6) Protect Cultural Resources
- 7) Support Essential Services
- 8) Support Community LMS and Community Guiding Principles
- 9) Ensure Regional Benefits

In characterizing a mitigation project for incorporation into the LMS plan, it is important to recognize that the level of analysis conducted by each organization involved has been intentionally designed to be appropriate in this stage in the planning process.

In the interest of the LMS Committee/Workgroup to have a satisfactory level of confidence that a proposed mitigation project, when it is implemented, will be cost effective, feasible to implement, acceptable to the community, and technically effective in its purpose. To do this, *the technical analyses conducted, including the development of a benefit to cost ratio for each proposal, have been based on a straightforward, streamlined approach, relying largely on the informed judgment*

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*of experienced local officials.*

The analyses have not been specifically designed to meet the known or anticipated requirements of any state or federal funding agency, due largely to the fact that such requirements can vary with the agency and type of proposal. Therefore, at the point when the organization proposing the project is applying for funding from any state or federal agency, or from any other public or private funding source, that organization will then address the specific informational or analytical requirements of the funding agency.

#### *(E) Developing the Local Mitigation Strategy Plan*

After the vulnerability assessment has been performed and mitigation projects are identified, the information used to characterize the project is submitted to the Committee/Workgroup for review and inter-jurisdictional coordination.

The Committee/Workgroup members assure that the proposal is consistent with the goals and objectives established by each jurisdiction for the planning period. Once the Committee/Workgroup has reviewed and coordinated the submitted project, it is formally considered for incorporation into the Franklin County LMS. The proposed project is identified as consistent with the goals and objectives for the planning period and would be beneficial for the community as a whole if and when implemented. If so, the Committee then informally votes to incorporate the proposed project into the strategy.

At the annual, semi-annual or quarterly LMS meetings, each mitigation project included in the plan is evaluated to determine the following:

- ✓ **If the project or initiative should remain as a valid and ongoing project (deferred until a later time due to funding);**
- ✓ **If the mitigation project is completed (all details are gathered on the hazard(s) mitigated, mitigation goals achieved, jurisdiction, funding source, total cost to complete the project, agency responsible for implementation, timeline to complete the project, and any specific details relevant to the project);**
- ✓ **If the project should be removed or deleted from the mitigation project list (LMS plan); and**
- ✓ **If there are any new projects that should be added to the mitigation project list (LMS plan).**

*See Attachment I for the details on the ongoing, completed, deleted or new mitigation projects for Franklin County.*

#### *(F) Approval of the Current Edition of the Plan*

At the end of each planning period, a plan document such as this is prepared for release to the community and for action by the governing bodies of the jurisdictions and organizations that

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participated in the planning process.

### *(G) Implementation of Approved Mitigation Projects*

Once incorporated into the Franklin County LMS, the agency or organization proposing the project becomes responsible for its' implementation, if feasible, otherwise it could be assigned to another department, if the LMS Committee/Workgroup votes and all agree on the decision for the other organization. This could be developing a budget for the effort, or making application to state and federal agencies for financial support for implementation.

#### **Current Status of Participation in the Committee/Workgroup**

In order to support the participating jurisdictions in the completion of the community profiles and vulnerability assessments, the Committee/Workgroup will set a review for each technical step, provide training in the evaluation, if needed, and distribute the necessary forms for completion.



The support staff supporting the LMS Committee/Workgroup is from the Franklin County Emergency Management Department. The staff facilitated the work of the Committee/Workgroup by advertising the LMS meetings, notifying the members and general public on the upcoming meeting, preparing the meeting agenda, completing the meeting minutes, updating the LMS mitigation project list, keeping documented data on the natural hazard events that occur, and providing technical assistance or direction on the analysis as needed.

The participating jurisdictions, organizations, and individuals in the Franklin County LMS Committee/Workgroup have all worked diligently to complete this plan, and will continue to do so in the future to create a truly disaster resistant community for the benefit of all its citizens.